



CALIFORNIA CHILDREN AND FAMILIES COMMISSION  
PROJECT PROPOSAL

Agenda Item #: 8  
Date of Meeting: January 27, 2005  
Approval: X

**PROJECT TITLE:**

**First 5 Preschool For All Demonstration Projects' Criteria**

**I. Summary of Request**

The First 5 CCFC will consider approval of the Preschool for All (PFA) Demonstration Projects' criteria for selection and timeline for participation. The First 5 PFA Demonstration Projects will provide a common framework for financial and policy commitments and for quality standards with the goal of becoming part of California's public education system. Of the \$100M approved for PFA, \$90M will be used to contribute to the County Commission PFA Demonstration Projects for funding new and improved preschool spaces in school district(s), city, or countywide PFA 'systems.' The goal is to provide new preschool spaces (estimate 10,000/year) and upgrade existing spaces (estimate 20,000 spaces/year) through approximately six PFA Demonstration Projects to be selected through a competitive process. The remaining \$10M will be used to support quality improvements for the PFA Demonstration Projects.

**II. Background**

At the July 2003 First 5 CCFC meeting, \$100M was allocated over the next 5-7 years to fund First 5 PFA Demonstration Projects. In July 2004, First 5 CCFC approved eleven PFA Planning Projects (\$50,000 each) that met established criteria; and in July 2004, the Commission approved \$250,000 for technical assistance for the PFA Planning Projects. During this meeting, \$3M in initial funding for the San Mateo PFA Demonstration Project was also approved. The purpose of the PFA Demonstration Projects is to provide a clearly understood, well-researched policy blueprint for 'school readiness' that will be supported through the foundation provided by the First 5 School Readiness Initiative, the Special Needs (SN) Project, the Compensation Retention Incentive (CRI) Project, and the Health Access Project. A description of accomplishments and collaborative efforts involved in the development of the First 5 PFA Demonstration Projects is included in Attachment A.

**III. Proposal: Leadership Role of First 5 CCFC in PFA Demonstration Projects**

**A. Purposes of First 5 PFA Demonstration Projects**

The First 5 PFA Demonstration Projects will further implement the vision of the First 5 CCFC, "California's children will be healthier and better prepared to reach their greatest potential in school and in life" by:

1. Demonstrating the impact of voluntary preschool for all 4 year olds (or 3 and 4 year olds) in a limited number of counties, cities, and school districts representing California's language, cultural, and geographic diversity (education reform);

2. Providing a learning 'lab' for coordinated strategies building on the existing early care and education systems, cost and financing models, and partners to implement high quality preschool programs in diverse settings (models for systems change);
3. Reducing disparities in outcomes by effectively addressing the language and cultural diversity of California's children and their families and providing programs inclusive of children with disabilities and other special needs (First 5 CCFC Equity Principles); and
4. Inspiring public will to expand preschool for all California children and fully implement the California Master Plan for Education PFA recommendation.

## **B. PFA Demonstration Project Evaluation**

The First PFA Demonstration Project evaluation will interface with the statewide evaluation, including the School Readiness Program and Special Needs Projects evaluation, and will be based on the proposed evaluation questions. Data will be collected at several levels to include individual participant level data and will be disaggregated by age, ethnicity, language, specific disabilities and other special needs, geography, socioeconomic status, and preschool strategies. The proposed evaluation questions are:

### **PFA OUTCOME EVALUATION**

1. Are children who participate in First 5 PFA programs better prepared across the five domains to be successful in school and to continue demonstrating benefits through the elementary grades? \* also SR, SN
2. Are we closing the 'achievement gap' experienced by the diverse populations of California's youngest children, including those with disabilities and other special needs and English language learners? \* also SR, SN
3. Are more children receiving screening and assessments, provided appropriate services, and effectively included in First 5 PFA programs? \* also SN
4. Are outreach and other efforts effectively including children already identified with disabilities and other special needs in First 5 PFA Programs? \* also SN
5. Do more preschool teachers and administrators have the expertise to include and effectively support children with disabilities and other special needs, and children who are English language learners? \* also SN

### **PFA PROCESS EVALUATION**

1. Are quality criteria effectively implemented in PFA programs?
2. Which PFA strategies and services most effectively promote positive outcomes for children, particularly children from diverse cultural and linguistic backgrounds?
3. Which PFA strategies and services most effectively promote positive outcomes for children with disabilities and other special needs?
4. What are the most effective PFA outreach strategies for parents?
5. Are parents included in, and satisfied with, the PFA programs?

\*SR= School Readiness Initiative

\*SN= Special Needs Project

First 5 CCFC will work with the First 5 statewide evaluation contractor, California Department of Education/Child Development Division, the PFA Planning Counties, and the Evaluation Committee to design an evaluation process for PFA that is integrated with the First 5 statewide evaluation system and can also address local program improvement and advocacy questions. PFA preschools will participate in statewide evaluation processes including the School Readiness Program and Special Needs Projects evaluation, link with the Proposition 10 Evaluation System (PEDS) for data collection, and demonstrate benefits to young children that are measurable across the 5 domains (NEGP) of children's learning and development through the early elementary

grades. Attachment B provides a chart with the PFA evaluation questions and potential data sources for: 1) child and family outcomes, and 2) process outcomes.

### **C. First 5 PFA Demonstration Project Applications:**

Approximately six PFA Demonstration Projects will be selected through a competitive process. The applicants need to demonstrate their capacity to implement PFA Demonstration Projects using the agreed upon criteria. Please note that though these criteria are based on research and standards and have been discussed with numerous stakeholders. Hopefully, the criteria will encourage a variety of strategies to test different approaches. The purpose of the PFA Demonstration Projects is to 'demonstrate' PFA and provide recommendations for future improvements and advancements. To be selected, First 5 County Commission plans must meet the following criteria:

#### **Synopsis of PFA Demonstration Project Criteria**

##### **Program Criteria:**

- 1. Offer Universal, Voluntary, and Free Preschool Programs**
- 2. Coordinate Accessible and High Quality Facilities through expansion and upgrades** so all 4 year olds in the designated district(s), city, or county have access to preschool
- 3. Plan to Start in Underserved and High Priority Communities**
- 4. Serve Diverse Populations**, including children with disabilities/special needs and children who are English language learners
- 5. Develop Preschool Programs that meet First 5 PFA standards:**
  - a. Provide periodic health/developmental screenings**, assessments, follow up
  - b. Provide Preschool equivalent to 3 Hours/Day for the School Year in a variety of Public and Private Settings that meet quality standards**
  - c. Use Content, Performance, and Program Standards** aligned with CDE "Desired Results System for Children and Families" including:
    - Preschool content and performance standards and curriculum that are articulated with California's Kindergarten through third grade standards.
    - Staff to child and teacher to child ratios meet, or improve upon, State Preschool requirements (3:24) or a research-based alternative (e.g., 2:20).
    - Groups need to be of sufficient size to prepare children for experiences in Kindergarten classrooms.
    - Nutritious meals and snacks.
  - d. Provide Transition Support** for children entering the preschool programs and for preschoolers entering Kindergarten.

##### **Teaching Staff Criteria:**

- 6. Commit to a Qualified, Diverse Workforce with a 5-10 Year Timeframe to Reach Quality Standards**

Preschool teachers and staff will be qualified and compensated using, as a minimum, State Preschool Program standards and rates in the area, and moving to parity with K/Elementary teacher salaries when qualifications are met. Within 5 years:

- Master teachers - Bachelor's degree with 24 ECE credits, with the goal of all preschool master teachers having a Bachelor's degree and an Early Education Credential (proposed new credential) or Multiple Subject Elementary School Credential within 10 years.
- Assistant teachers - Associate's degree with appropriate ECE credits.

- Staff will participate in professional development to educate children with varied languages and cultures, and children with disabilities and other special needs
- 7. Implement Strategies to Recruit, Support, and Train a Diverse and Qualified Workforce with local colleges and universities**

**Policy and Fiscal Criteria:**

- 8. Show Evidence of Policy Commitments** by First 5 County Commission and partners, including commitment to implementing the Equity Principles and to strong connections with other First 5 Programs
- 9. Commit to Participate in First 5 CCFC Process and Outcome Evaluation**
- 10. Develop a Diverse Preschool Provider System**
- 11. Show Evidence of Fiscal Commitments and Provide 5-Year Budgets** that identify:  
a) the funds and funding source(s), b) the number of new and of improved preschool spaces for each community. Based on these numbers, First 5 CCFC funds will: 1) contribute to funding preschool spaces when PFA quality standards are met; and 2) contribute to spaces that meet entry-level standards by funding incremental levels of quality improvements that advance towards PFA quality standards.

**Family Partnership Criteria:**

- 12. Implement Family Outreach and Involvement**
- 13. Connect with Wrap Around Child Care and other Family Supports as needed**

## **IV. Linking to First 5 CA Policies, Projects, and Initiatives**

PFA is an important strategy in achieving “school readiness” and implementing the First 5 Equity Principles. PFA will continue to build on, and connect with, new and existing projects and research. Connections include:

- 1. School Readiness (SR) Initiative:** Ultimately, PFA will be for all children. PFA Demonstration Projects will begin in high-priority communities to provide supports for preschoolers and their families through the coordinated foundation provided by the First 5 SR Programs. Thus, focused (but limited) First 5 resources will leverage learning about effective strategies from PFA and Special Needs “demonstration projects” and disseminate this information through all SR Programs statewide.
- 2. Special Needs (SN) Projects:** The PFA Demonstration Projects and the recently funded SN Projects will build on the platform developed by the SR Programs. The SN Projects will support in-depth learning while building on local capacity, resources, and expertise. PFA Demonstration Projects will provide estimates of the number (or percentage) of children with disabilities and other special needs to be served. Some PFA Demonstration Projects may also be SN Projects.
- 3. Research and Evaluation:** The First 5 CCFC research agenda includes the ECE Workforce Study; the meta-analysis of California early education evaluations; and the SN research project to analyze the types of special needs that are identified prior to, and after, entrance to Kindergarten. The PFA Demonstration Projects will provide data that will improve policies and practice for all California preschoolers, especially for children with disabilities and other special needs, and for children with

diverse languages and cultures. First 5 CCFC will integrate First 5 statewide evaluation systems with PFA, SR, and SN Projects.

4. **Training and Technical Assistance (TA):** The PFA Planning Projects have focused TA via San Mateo and AIR (American Institutes for Research) which supplements the PFA ToolKit, the Packard Learning Communities, and ongoing support provided by First 5 SR staff. The First 5 CCFC supports statewide TA through funding for the annual First 5 Statewide Conference and Staff Development Institute, Regional TA allocations, and Statewide Contractors including the SN Project TA and the State Evaluation contract.
5. **Compensation Retention Incentives (CRI):** The development of an educated early care and education (ECE) workforce that receives equitable compensation is critically important to the quality of preschools. First 5 CCFC has committed over \$50M to professional development activities that have drawn approximately \$122M of matching funds from other sources. The CRI demonstrates improved access to career development that sustains the diversity of the ECE workforce. First 5 is working with the California Department of Education and the AB 212 guidelines, as well as promoting collaboration with other agencies, colleges, and universities.
6. **Preschool Facilities:** The need for preschool facilities is a well-known challenge to the expansion of preschool programs. The PFA Demonstration Projects will work with local partners to maximize the use of existing facilities. Also, First 5 CCFC is providing \$3M over three years to Constructing Connections of the ABCD/Packard Partnership to expand and improve ECE facilities through technical assistance and local capacity building. The PFA Demonstration Projects will be a high priority for ABCD resources and technical assistance. It will be important to continue incentives (e.g., matching funds), support for legislation and related bond measures, and technical assistance on participation in local investment opportunities.

In addition, the First 5 PFA Demonstration Projects provide an opportunity for statewide leadership. Many issues will continue to inform the development of the First 5 PFA Demonstration Projects. These issues are being addressed in a variety of venues; they will form an important part of future partnership activities to address challenges to preschool implementation. Additional special considerations are:

**A. Workforce Development:** A qualified teaching staff is essential to the effectiveness of PFA. First 5 CCFC is considering support for a Blue Ribbon Workforce Commission to provide a statewide blueprint for the competencies of ECE teaching staff, resources needed for a true 'career track,' and the development and coordination of colleges and universities to train and sustain ECE workforce diversity.

**B. Birth to Three Population**

First 5 CCFC is dedicated to serving the needs of children birth through age 5. PFA efforts enhance the importance of the earliest years. The commitment to having a well-trained and well-compensated early education workforce will affect both preschool and early elementary teachers, as well as professionals who work with infants and toddlers. It is also important to support efforts that focus on very young children and their families, such as cosponsoring the Zero to Three Conference in California in December 2004.

## V. TIMEFRAME and BUDGET

<u>Timeline</u>	
<b>January 2005:</b>	First 5 CCFC considers approval of the PFA Demonstration Project criteria
<b>April 2004 - July 2005:</b>	Counties develop PFA Plans
<b>July 2005:</b>	PFA Demonstration Projects Applications Due
<b>October 2005:</b>	PFA Demonstration Projects Applications approved
<b>November 2005-2010:</b>	Implementation and ongoing evaluation of PFA Demonstration Projects.

Given the timeline above, First 5 CCFC will contribute funds to new and improved preschool spaces through County Commission PFA Demonstration Projects in school district(s), city, or countywide PFA 'systems' from November 2005 – 2010. Of the \$90M (maximum) to be used for the PFA Demonstration Projects, \$3M has been allocated to First 5 San Mateo.

Staff will return with plans for the set-aside of 10% (\$10M) to support quality improvements for the First 5 PFA Demonstration Projects. These funds may be used for assisting with workforce improvements, administration and monitoring, training and technical assistance, and evaluation planning. Attachment C provides a chart illustrating possible First 5 CCFC expenditures for the PFA Demonstration Projects and related quality improvements over six years.

**Accomplishments and Collaborative Efforts:**

The First 5 CCFC is working collaboratively with the First 5 County Commissions, First 5 Association, Packard Foundation and grantees such as Preschool California, the AB 56/AB712 Legislators, staff, and stakeholders' groups to develop criteria for beginning PFA Demonstration Projects. The accomplishments of this development process are:

**1. First 5 State and County Commission Actions:**

- Co-sponsored the Statewide Summit on Preschool for All (April 2003)
- Facilitated stakeholder input and planning meeting (July 2003) and PFA County Commission Work Group (San Mateo, Santa Clara, Los Angeles, Alameda, First 5 Association)
- Ongoing discussion at First 5 Association meetings, including the development of a 'PFA Perspective' document;
- Approved the PFA Initiative at the July 2003 Commission Meeting
- Significant County Commission Support for PFA: Los Angeles (\$600M), San Francisco (Prop H \$54M), Santa Clara (\$50M), San Mateo (\$14M), Alpine (countywide PFA)
- Approval of 12 PFA Planning Projects (March 2004) \$50K per PFA Planning Project (July 2004);
- Approval of technical assistance for PFA Planning Projects (July 2004);
- Meetings with the CDE/CDD and with Packard Foundation staff, Preschool California, and other grantees.

**2. AB 712 (formerly AB 56) authored by Steinberg, Chan, Daucher, and Liu (Coauthors: Assembly Members Nakano and Pavley; Senators Alpert, Florez, Karnette, and Ortiz)**

Before receiving an "encouraging veto" on September 30, AB 712 was passed with very strong majorities and bipartisan support in the Assembly and in the Senate. The bill was developed through the yearlong work of stakeholders and legislative staff. The bill would have created a comprehensive workforce development plan and a study on the cost of a PFA program in California, which is one of the most critical components of PFA planning. An earlier version of the bill provided PFA quality standards that are incorporated into the First 5 PFA Demonstration Project design.

**3. PFA Collaborative**

The PFA Collaborative includes First 5 California, the First 5 Association, County Commission representatives from Los Angeles and San Mateo, and the Packard Foundation with Preschool California and other grantees. The PFA Collaborative provides a forum for discussing areas of complementary efforts in program development, research, and stakeholder information sharing. Packard-funded PFA projects include:

**A. Learning Community Project**

The First 5 Association's California Children and Families Foundation was awarded \$150,000 by the Packard Foundation to implement a statewide PFA

learning community. This learning community is a three-year project (2004-2007) that will bring together high-level grantee agencies from research, planning and implementation (Packard Flagships and First 5 PFA Planning Projects), and policy development and advocacy.

**B. Packard Flagships**

The Packard Foundation provided funding to 10 organizations that are working on planning and implementation activities related to PFA. The First 5 County Commissions participating are Los Angeles, Orange, Ventura, Kern, Merced, Sacramento, San Mateo, Santa Clara, in addition to the San Diego County Office of Education and New Haven Unified School District (Alameda County).



**Evaluation Questions and Potential Data Sources for First 5 PFA Projects:**  
**Draft 6/24/04** (discussed with PFA County Commissions)

From PFA “Expanded Criteria”: Preschools will participate in statewide evaluation processes, use PEDS for data collection, and demonstrate benefits to young children that are measurable across the 5 domains (NEGP) of children’s learning and development through the early elementary grades. Results will include: high quality preschool services available to all 4 year olds; demonstrated progress for participating 4 year olds; improved school readiness success indicators (K measures); and school success continuing through 3<sup>rd</sup> grade.

<b>PFA OUTCOME Evaluation Questions</b>	<b>Child and Family Outcomes – Potential Data Sources</b>	<b>Process Outcomes – Potential Data Sources</b>
1. Are children who participate in First 5 PFA programs better prepared to be successful in: a. Kindergarten? b. Early Elementary grades? * <i>also SR, SN</i>	<ul style="list-style-type: none"> <li>* Early identification on Desired Results and/or health assessments</li> <li>* KEP results or K assessments</li> <li>* Standardized test scores (2<sup>nd</sup> and/ or 3<sup>rd</sup> grade)</li> <li>* Decreased Special Education referrals and placements</li> <li>* Retention rates</li> <li>* Participant level data</li> </ul>	<ul style="list-style-type: none"> <li>* # Quality preschool spaces</li> <li>* Use of new PreK Standards and standards-based curriculum; alignment with K-3 standards</li> <li>* Screening process implemented</li> <li>* Use of transition activities and ongoing support services using research-based practices adapted for children of various cultures, languages, and with disabilities, other special needs</li> </ul>
2. Are we closing the ‘achievement gap’ experienced by the diverse populations of California’s youngest children, including those with disabilities and other special needs and English language learners? * <i>also SR, SN</i>	<ul style="list-style-type: none"> <li>* Demonstrated progress on Desired Results assessments</li> <li>* KEP results or K assessments</li> <li>* Standardized test scores (2<sup>nd</sup> and 3<sup>rd</sup> grade) disaggregated by language, ethnicity, and disabilities/special needs</li> <li>* Decreased Special Education referrals and placements</li> <li>* Retention rates</li> <li>* Participant level data</li> </ul>	<ul style="list-style-type: none"> <li>* # Quality preschool spaces</li> <li>* Use of new PreK Standards and standards-based curriculum; alignment with K-3 standards</li> <li>* Screening process implemented</li> <li>* Use of transition activities and research-based practices adapted for children of various cultures, languages, and with disabilities, other special needs</li> </ul>
3. Are more children receiving screening and assessments, provided appropriate services, and effectively included in First 5 PFA programs? * <i>also SN</i>	<ul style="list-style-type: none"> <li>* # of children with special needs in preschool</li> <li>* # of children with disabilities and other special needs receiving services (medical, social, behavioral, education)</li> <li>* Parent involvement in development of IEP or IFSP process</li> </ul>	<ul style="list-style-type: none"> <li>* # of screenings and assessments (also % of preK population)</li> <li>* # health and ECE providers and others serving children with disabilities; # trained</li> <li>* # and type of program adaptations</li> </ul>
<b>PFA PROCESS Evaluation Questions</b>		
4. Are quality criteria effectively implemented in PFA programs?		<ul style="list-style-type: none"> <li>* Free, voluntary for equivalent of 3hrs/day x 175 days</li> <li>* BA teachers with certification; plus AA teacher</li> <li>* 20:2 ratio or better</li> <li>* Documented professional development (dual language, cultural training, disabilities/special needs)</li> <li>* ECERS score of 5+</li> </ul>

		<ul style="list-style-type: none"> <li>* Meet licensing standards</li> <li>* Progress to quality criteria</li> <li>* Child Nutrition Program</li> <li>* CDE/CDD ‘Desired Results System for Children and Families’ approval</li> <li>* Implement Equity Principles</li> <li>* Connect to SR &amp; other First 5 Programs; MOUs</li> </ul>
5. Which PFA strategies most effectively promote positive outcomes for: all children, children from diverse cultural and linguistic backgrounds, and children with disabilities and other special needs?	Analyzing PFA strategies by: <ul style="list-style-type: none"> <li>* Demonstrated progress on Desired Results assessments</li> <li>* KEP results or K assessments</li> <li>* Standardized test scores (2<sup>nd</sup> and 3<sup>rd</sup> grade) disaggregated by language, ethnicity, and disabilities &amp; other special needs</li> <li>* Decreased Special Education referrals and placements</li> <li>* Retention rates</li> </ul>	<ul style="list-style-type: none"> <li>* Use of new PreK Standards; alignment with K-3 standards</li> <li>* Use of PreK Guidelines and curriculum</li> <li>* Use of research-based practices adapted for children of various cultures, languages, and with disabilities, other special needs</li> </ul>
6. Are parents satisfied with the PFA programs?	<ul style="list-style-type: none"> <li>* Increased awareness of the importance of SR developmental milestones and domains</li> <li>* Demand for preschool (e.g., waiting lists, PreK participation)</li> <li>* Parent surveys (DR, KEP)</li> </ul>	<ul style="list-style-type: none"> <li>* Parenting information</li> <li>* Parent advisory groups</li> </ul>

## Preschool for All Budget

<b>Demonstration Projects</b>	<b>\$90M</b>
<b>Quality Improvements</b>	<b>\$10M</b>
<b>Total Budget (July 2003)</b>	<b>\$100M</b>

	<b>FY 04/05</b>	<b>FY 05/06</b>	<b>FY 06/07</b>	<b>FY 07/08</b>	<b>FY 08/09</b>	<b>FY 09/10</b>	<b>Total</b>
<b>Demonstration Projects</b>							
12 Planning Projects	\$ 600,000						\$ 600,000
San Mateo	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000				\$ 3,000,000
Demonstration Project Allocations		\$ 11,400,000	\$ 18,000,000	\$ 19,000,000	\$ 19,000,000	\$ 19,000,000	\$ 86,400,000
	<u>\$ 1,600,000</u>	<u>\$ 12,400,000</u>	<u>\$ 19,000,000</u>	<u>\$ 19,000,000</u>	<u>\$ 19,000,000</u>	<u>\$ 19,000,000</u>	<u><b>\$ 90,000,000</b></u>

### ASSUMPTIONS

**FY 05/06**     \$1,200 per new space per year multiplied by 5,000 spaces=\$6M.  
                   \$350 per current space multiplied by 18,200 children=\$6.4M.  
                   Total Cost=\$12.4M

**FY 06/07 through** \$1,200 per new space per year multiplied by 10,000 spaces per year=\$12M.  
**FY 09/10**         \$350 per current space that meets quality standards multiplied by 20,000 children per year=\$7M.  
                   Total Cost=\$19M.

## Quality Improvements

<b>TA/AIR</b>	\$ 250,000						\$ 250,000
<b>To be Determined</b>		\$ 1,750,000	\$ 2,000,000	\$ 2,000,000	\$ 2,000,000	\$ 2,000,000	<u>\$ 9,750,000</u>